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U. S. DEPARTMENT OF AGRICULTURE  
Farm Security Administration  
Parry Avenue at Commerce  
Dallas 1, Texas  
Aug. 1, 1945

To: State Director

From: Regional Director

Subject: 30-A 33 - Supervisory Analyses

An analysis of supervisory activities in County indicates that immediate action needs to be taken to correct adverse conditions which are preventing the rehabilitation of FSA borrowers. If these adverse conditions are not corrected immediately, foreclosures, liquidations, and reclassification difficulties will become exceedingly burdensome to this county office and it will take months to straighten out our records, and years, perhaps never, to repair the damage that is being done to FSA families because of lack of adequate supervision.

The supervisory survey on which the above conclusions are based was completed during the last two weeks in July. Thirty families were contacted on their farms and their files were thoroughly analyzed for evidences of adequate supervision. The files indicate a serious lack of adequate planning and supervision and also a serious lack of attention to pertinent details even on farm and home visits.

Work sheets covering this survey were left in the county office with the county supervisor for use in remedying the particular cases involved. It must be remembered that the 30 cases merely represent a sample of the case load and inasmuch as there are about 200 active cases in the county, each adverse condition mentioned may appear in about the same proportion among borrowers who were not surveyed in this period.

A copy of the rating of the 21 elements is attached. You will note that over half of them have been checked with a minus and none with a plus. We are sure you realize the seriousness of this situation and will take immediate steps to have such adverse conditions corrected in line with our written procedure.

ELEMENT I -- PLANNING AND RECORDS

Only nine families could find a copy of any kind of a farm and home plan. Some of these had their plans in their record books and some had copies of the plan which the county office submitted with the loan docket. The other 21 families had to rely upon farm and home plans in the field folders of supervisors. Twenty-seven out of the 30 could not actually exhibit an

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understanding of their plans. When questioned they gave vague answers on number of acres of cotton planned, number of cows to be milked and number of eggs which they expected to get per hen. Inventories were incomplete in twenty-seven record books. Only three families had made any attempt at all to balance cash. In no instance was a breeding record, egg production record, or a milk production record kept.

#### ELEMENT II - FOOD PRODUCTION - GARDEN

Eighteen gardens did not show any semblance of a plan. Twelve families had their gardens located where erosion was a problem and no plans for terracing or contouring were in evidence. It was observed that stands were poor and families blamed this on the spring rains which came just at planting time and washed the seed down the row to the low places in the garden. Sixteen families were cultivating their gardens entirely too deep and eight had almost let the weeds and grass take their garden. Most families explained that the wet season had prevented them from working their gardens like they should and after that dry weather was so bad that the gardens just didn't do any good. Eighteen families had not used fertilizer of any kind on their gardens. Only twelve were actually doing any continuous harvesting of vegetables, largely because of a lack of a plan to give a sequence of crops. This was especially true in regard to corn and tomatoes. In fifteen cases only one planting of corn had been made, and in seventeen cases tomato plants had been planted or purchased only one time. Eighteen families did not have any insecticide of any kind on hand and five of the others only had one kind of poison and it was deadly to all animal life, as well as a few insects. No insecticide packages and no garden packages were purchased in this county. Twenty-one families did not have their gardens fenced rabbit and poultry proof.

#### ELEMENT III - CROP PRODUCTION

Even though families had all been supplied with suitable equipment for crop production, crops indicated a serious lack of adequate care. Fifteen farms were not terraced or contoured where they should have been and the field folders did not reveal in a single instance that this matter had been discussed with the families involved.

Inasmuch as cotton, wheat and grain sorghum for feed are about the only crops grown in this area, the selection of crops were fairly satisfactory, although three families were growing more cotton than they could efficiently handle. This was attributed to their sons being in the Armed Forces. In two of these cases the boys had been in the Army for as much as two years, and the old folks were trying to handle more crop land than they were actually able to care for. As a result the farms were less productive than they would have been if planted to wheat which would not have resulted in such a high labor requirement.



Nine farms had poor stands of cotton and feed due to poor seed, planting up and down the hill or using the wrong kind of a planter plate. In only six instances were there any evidence of soil building and two of these instances were on TP farms.

#### ELEMENT IV - PASTURES

Twenty-four pastures were badly infested with weeds and had not been mowed. In twenty cases there was no evidence that mowing had been discussed, however, five families said that the supervisor had suggested that their pastures should have been mowed. The questions which families asked revealed that specific time and methods had not been discussed. In twenty-one cases pastures were over-stocked, and in nine cases definite erosion problems in the pastures had developed. In only twelve cases was Sudan pasture available at the time of this survey. Only fifteen families had made any attempt to plant Sudan grass for summer pasture although an analysis of plans indicated that twenty-seven had Sudan grass for pasture in their plans.

#### ELEMENT V - COWS

Eighteen farms could not be considered as having adequate pasture for their cows. None had filled a silo. All had some kind of a water supply, either ponds or wells, but only one pond of the fifteen ponds on the 30 farms was fenced off. This borrower had recently disposed of his entire herd of cows and was getting ready to start all over. Three farms had no protection for their cows from the weather. These farms were located in the sand hill section along Red River. Twenty-four did not have any legume hay of any kind either produced or purchased. Fifteen families made some attempt to feed according to production but as no production records were kept, they were just feeding some cows more than others in order to keep them in good flesh. Sixteen families had cows that should be culled.

#### ELEMENT VI - POULTRY

Eighteen families tried to keep one breed of chickens for their egg production flock. Only six families had made any attempt to use carbolineum. Twenty-four were not feeding laying mash. In no case was an adequate supply of water available for the poultry. Three families had made provision for pasture for their hens, the other twenty-seven had just let the chickens run. In no case was any litter of any kind used on the poultry floors and hens on most of the farms were spending their time away from the hen house.

#### ELEMENT VII - HOG PRODUCTION

No pasture and no adequate water supply was available for hogs on any of the 30 farms. Six farms did have a satisfactory hog trough but in five of those cases the trough was dry because of the inconvenience of carrying water. No self-feeders were found, and



feed was being fed on the ground. Twenty-seven farms did not have guard rails of any kind and twenty-seven also did not have any kind of a hog oiler or any other method for controlling lice. Lice were found on hogs on fifteen farms.

#### ELEMENT VIII - MACHINERY

All 30 families had been set up with adequate machinery and the machinery in all instances were well enough adapted to the type of crops being produced to be considered satisfactory. Fifteen cases of inadequate repairing of machinery were found. Twenty-four cases were found where there was evident unnecessary wear of machinery because of lack of oil or grease. Nine instances were found where poorly sharpened tools resulted in excess power requirements or poor quality of crops. Twenty-four cases were found where machinery was not properly stored or protected from weather. In three instances binder canvasses were still on binders which had not been used for as much as three weeks.

#### ELEMENT IX - YARD AND HOME IMPROVEMENT

In nine cases there was no evidence of planting of flowers or shrubs of any kind. Twenty-one families did not have the live-stock fenced out of the yard. Doors off hinges or gates not hung properly were found on twenty-four farms. Trash was out in the front yard or in some other place where it did not belong on twenty-four farms. Half of the farms had a sanitary toilet of some kind. In only three cases could the water supply be considered as satisfactory, and two of these cases were on TP farms. Not more than fifteen farms could really be classified as showing some pride of the family in living on their farms as evidenced by the upkeep of the premises.

The adverse conditions set forth in this survey cannot long be tolerated in a program such as ours. Please see that the district supervisor is properly impressed with his responsibility for these conditions and that he must see to it that the adverse conditions are promptly corrected. You may wish to have a personal conference with him before he conducts his conference with county personnel.

Please give this matter your immediate attention and furnish this office with two copies of all correspondence in accordance with FSA Instructions.

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Regional Director



## WHAT IS WRONG WITH THE FARM AND HOME PLANNING JOB

1. Too many families are not conscious of their plans and not influenced by them.
2. Many Supervisors approach the planning process with an apologetic attitude.
3. In too many cases, the benefits to be derived by the family thru planning are not made clear. Too many applicants are given the impression that the primary purpose of the plan is to satisfy an FSA regulation. The habit of treating plans as "mere paper forms that must be filled out to meet the requirements of loan approvers" is wide-spread and deep-seated. There is little evidence that we are making much progress in correcting it, or that our present approach is one that is likely to correct it.
4. The BAE survey shows that families, in general, do not conceive their plans as encompassing their capital outlays. With respect to these matters which involve financial success or failure, most families consider themselves free and unrestrained.
5. The concept of long-time objectives recorded in farm and home plans is virtually non-existent in the thinking of either families or supervisors.
6. Many County Supervisors are unable to diagnose the flaws in farm and home operation, and unable to see potential remedies; to say nothing of convincing the borrower and his wife that it will be to their interest to adopt the remedies.
7. In many cases, the planning process is restricted, primarily, to pumping the family for information for the purpose of filling out a form. Insufficient time is given to the part of the planning process which involves talking over and deciding upon changes and improvements to be made.
8. In too many cases, we are neither clear nor specific as to the "What", "When", "How", or as to "Cost", and "Source" of money involved in changes and improvements which need to be made by the family. Not enough distinction is made between the more and less important factors affecting rehabilitation.
9. In too many cases, the vital Tables "I", "J", and "K", at the end of the farm and home plan are left to be finished in the office as a mechanical process rather than with the family as a part of the planning process.
10. In too many cases, Farm and Home Supervisors are not planning jointly with the family. Often the planning process is not a family affair.



11. Many families are not being taught to keep records. In many cases, where records are being kept, they are either not used at all or very ineffectively as a basis for planning. Many borrowers get no "pay off" for their Record Keeping efforts.
12. Some Supervisors err on the side of doing too much of the planning job for the family; some err on the side of giving the family no help with the planning job. In too many cases, plans are being mailed out and mailed back with no discussion with the family.
13. Many families are not being notified of a planning visit.
14. Many District Supervisors do not know, from first hand observation, how the County Supervisors, under their direction, actually go about the all-important job of farm and home planning.
15. There have been strong administrative pronouncements on making supervised credit mean what it implies; and methods for getting the job done have been duly set forth in FSA instructions. The chief deficiencies are in the administrative checks and controls and in "follow thru" in the training program.

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## REMEDIES FOR WHAT IS WRONG WITH THE FARM AND HOME PLANNING JOB

1. A realistic appraisal of the job of farm and home planning and a corresponding adjustment of case load per supervisor. This involves getting facts before Congress and getting adequate allotments for administration.
2. Eliminate all possible routines that detract from the time devoted to planning. After we have done our best in this direction recognize that we have done our best then proceed to do the best planning job we can do.
3. Budget time so as to do the most effective job of planning possible. Start RR plan-writing job earlier in Fall.
4. Administer the program as though making loans based on sound farm and home plans is its very essence. Every county supervisor, every district supervisor, every HM supervisor, every state director, and every regional director should know and understand everything in FSA instruction 623.1 and act in conformance therewith. If there are mistakes in it let's correct them. If it is right let's follow it.
5. See that regional, state, area, and district personnel observe a sufficient number of actual on the farm planning visits to know the kind of planning job being done with families and by action rather than words show that they mean business in correcting the deficiencies in farm and home management performance.
6. Start the whole planning process right by informing the family of the benefits of teaming up with FSA and the responsibilities involved in doing so. Make farm and home planning an honest to goodness planning process and not a mere exercise in filling out a form.
7. Make farm and home planning an honest to goodness joint undertaking in which both the family and the supervisor contribute their best ideas and best information.
8. Don't fail to get each family to set some long time objectives to shoot at. Put incentive into the whole affair by showing the family that the reward of attaining these objectives will more than justify the effort.
9. Concentrate on teaching supervisors how to:
  - a. Diagnose deficiencies in farm and home operations
  - b. Prescribe remedies
  - c. Get families to adopt remedies



10. During the next two or three years concentrate on farm and home planning clinics to supplement continuous on the farm training in farm and home planning.
11. Provide a specific time on the agenda of every state-district staff meeting held during the farm and home plan-writing season for discussion of this subject. An analysis of the way the planning job is being done will be made and specific plans for action developed. The Regional Home Economist or Regional Farm Management Specialist should lead the discussion of this subject in at least one such staff meeting in each state during the farm and home planning season.

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